

REPORT TO GEORGES RIVER COUNCIL

LPP MEETING OF THURSDAY, 04 APRIL 2019

LPP Report No	LPP012-19	Development Application No	PP2016/0002
Site Address & Ward Locality	Planning Proposal PP2016/0002 - Hurstville Civic Precinct Hurstville Ward		
Proposed Development	<p>Planning Proposal to amend HLEP 2012 so as to enable the future development of the Hurstville Civic Precinct to create a new 'Civic Hub' delivering a mixed use civic, cultural, commercial and residential destination consisting of the following facilities:</p> <ul style="list-style-type: none"> • Georges River Council's Administration Building and Council Chambers; • Civic and Entertainment Centre, including multipurpose auditorium (500 seats); • Civic Plaza; • Hurstville Library; • Hurstville Museum; • Senior Citizens Centre; • Residential and commercial uses; • Cafés and a range of recreation, relaxation or study areas; <p>and</p> <ul style="list-style-type: none"> • Basement car parking including underground parking for 500 potential public car parking spaces in addition to the required parking for individual land use components of any future development. 		
Owners	Georges River Council		
Applicant	Georges River Council		
Planner/Architect	City Plan Services		
Date Of Lodgement	1/07/2018		
Submissions	N/A		
Cost of Works	N/A		
Local Planning Panel Criteria	Direction from the Minister for Planning under Section 9.1 of the Environmental Planning and Assessment Act 1979 and the Charter of the Georges River Council Local Planning Panel 2018 both specify that the Planning Proposal is to be referred to the Local Planning Panel before it is forwarded for Gateway Determination (approval).		
List of all relevant s.4.15 matters (formerly s79C(1)(a))	N/A		
List all documents submitted with this report for the Panel's consideration	Refer to list below		
Report prepared by	Independent Assessment		

Recommendation	1. THAT the Georges River LPP recommends to Council that the Planning Proposal (PP 2016/0002) to amend the Hurstville Local Environmental Plan 2012 (HLEP 2012) as it applies the Georges River Council owned site known as the
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Hurstville Civic Precinct Site, bound by Queens Road, Dora Street, MacMahon Street and Park Road which seeks to:

- a. Amend the HLEP 2012 Land Zoning Map - Sheet LZN_008A to remove the 'Deferred Matter' and rezone the site to B4 Mixed Use;
- b. Amend the HLEP 2012 Height of Buildings Map - Sheet HOB_008A to set:
 - i. a maximum height of 48 metres under the height designation of 'X1' at the south western portion of the site;
 - ii. a maximum height of 17 metres under the height designation of 'P1' at the central portion of the site; and
 - iii. a maximum height of 60 metres under the height designation of 'AA' at the north eastern portion of the site.
- c. Amend the HLEP 2012 Maximum Floor Space Ratio Map - Sheet FSR_008A to set:
 - i. a maximum FSR of 3:1 under the FSR designation of 'V' at the south western portion of the site;
 - ii. a maximum FSR of 7:1 under the FSR designation of 'AB' at the central/ north eastern portion of the site; and
 - iii. a maximum FSR of 5:1 under the FSR designation of 'Z' at the north eastern portion of the site.
- d. Amend Schedule 4 of HLEP 2012 to reclassify Lot 13 in DP 6510 and Lot 14 in DP 6510 (i.e. former Baptist Church and adjoining land, known as 4-6 Dora Street) from 'community' to 'operational' land,

be forwarded to the delegate of the Greater Sydney Commission for a Gateway Determination under Section 3.34 of the Environmental Planning and Assessment Act 1979.

2. THAT prior to being forwarded for a Gateway Determination, the Planning Proposal be amended to include the following further amendments to the Hurstville Local Environmental Plan 2012 (HLEP 2012);
 - a. Amend the HLEP 2012 Land Application Map - Sheet LAP_001 by deleting the site as a Deferred Matter from the map;
 - b. Amend HLEP Active Street Frontages Map - Sheet ASF_008A by deleting the red line identifying 4-6 Dora Street (Lot 13 in DP 6510 and Lot 14 in DP 6510) as having active street frontage; and
 - c. Amend HLEP 2012 by including the heritage item (Item I157) listed in Schedule 2 of the HLEP 1994 within Schedule 5 (Environmental heritage) of HLEP 2012 and amend Heritage Map - Sheet HER_008A to identify the same Item on the map.

	<p>3. THAT the Planning Proposal be placed on formal public exhibition in accordance with the conditions of any Gateway Determination issued by the Department of Planning and Environment.</p> <p>4. THAT prior to the public exhibition of the Planning Proposal as part of any successful Gateway determination, the following documents are prepared in order that they form part of the public exhibition:</p> <ul style="list-style-type: none"> a. A Civic Precinct Public Domain Plan Strategy. b. A Conservation Management Plan (CMP) prepared for the Hurstville City Museum and Gallery; and c. Revised Traffic Impact Assessment. <p>5. THAT the Draft Hurstville Civic Precinct Development Control Plan 2018 be amended in accordance with the recommendations in this report prior to being placed on formal public exhibition in accordance with the conditions of any Gateway Determination issued by the Department of Planning and Environment.</p> <p>6. That the amended DCP be referred to Council for adoption to exhibit.</p> <p>7. THAT a report to Council be prepared to advise of the LPP recommendations.</p> <p>8. That the Council report investigate the options for linking the uplift of the planning controls to the provision of the community facilities and infrastructure to ensure that the delivery of these works occurs as part of any redevelopment of the site.</p> <p>Note: The Charter of the Local Planning Panel does not include the consideration of reclassification of land.</p>
Attachments	<p>Attachment 1: Planning Proposal</p> <p>Attachment 2: Draft Civic Precinct DCP</p> <p>Attachment 3: Hurstville Civic Precinct Masterplan (separate attachment)</p> <p>Attachment 4: Urban Design Review (separate attachment)</p> <p>Attachment 5: Independent Heritage Assessment (separate attachment)</p> <p>Attachment 6: Assessment of Planning Proposals – Hurstville Final Traffic Modelling Report (separate attachment)</p>

Summary of matters for consideration under Section 4.15 Have all recommendations in relation to relevant s4.15 matters been summarised in the Executive Summary of the assessment report?	Not Applicable
Legislative clauses requiring consent authority satisfaction	Yes

Have relevant clauses in all applicable environmental planning instruments where the consent authority must be satisfied about a particular matter been listed, and relevant recommendations summarised, in the Executive Summary of the assessment report?	
Clause 4.6 Exceptions to development standards If a written request for a contravention to a development standard (clause 4.6 of the LEP) has been received, has it been attached to the assessment report?	Not Applicable
Special Infrastructure Contributions Does the DA require Special Infrastructure Contributions conditions (under s7.24)?	Not Applicable
Conditions Have draft conditions been provided to the applicant for comment?	Not Applicable

Site Plan

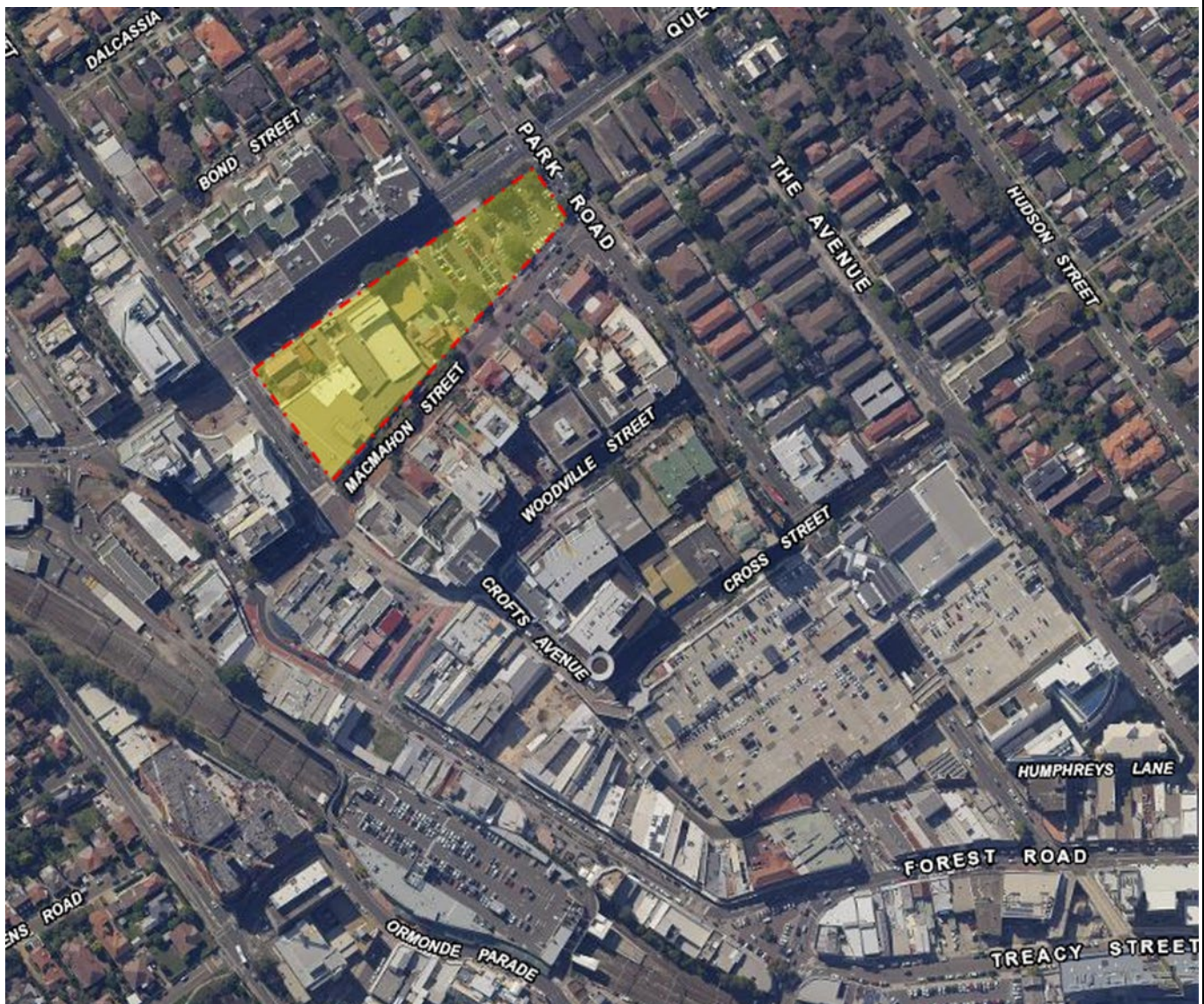


Figure 1 – Site Locality

Executive Summary

Proposal

1. This report provides an assessment of a Planning Proposal request (PP 2016/0002) submitted by Georges River Council in July 2016 and revised in July 2018 for the following changes to the Hurstville Local Environmental Plan (HLEP) 2012 for Council owned land bound by Queens Road, Dora Street, MacMahon Street and Park Road, Hurstville (subject site – known as the Hurstville Civic Precinct - refer to **Figures 1 and 2**):
 - a. Amend the HLEP 2012 Land Zoning Map to remove the 'Deferred Matter' and rezone the site to B4 Mixed Use;
 - b. Amend the HLEP 2012 Height of Buildings Map to set a maximum height of 48 metres at the south western portion of the site; a maximum height of 17 metres at the central portion of the site; and a maximum height of 60 metres at the north eastern portion of the site.
 - c. Amend the HLEP 2012 Maximum Floor Space Ratio Map to set a maximum FSR of 3:1 at the south western portion of the site; a maximum FSR of 7:1 at the central/ north eastern portion of the site; and a maximum FSR of 5:1 at the north eastern portion of the site.
 - d. Amend Schedule 4 of HLEP 2012 to reclassify Lot 13 in DP 6510 and Lot 14 in DP 6510 (i.e. former Baptist Church and adjoining land, known as 4-6 Dora Street) from 'community' to 'operational' land.
2. The Local Planning Panel is to note that the Charter of the Georges River Council Local Planning Panel does not include the consideration of reclassification of land. The reclassification of 4-6 Dora Street will be the subject of a report to Council.
3. Given Council is the owner of the site, Council engaged an independent town planning consultant (SJB Planning) to undertake the assessment of the Planning Proposal.
4. Council also engaged an independent urban design consultant (SJB Architecture), an independent traffic engineer (GHD) and an independent heritage consultant (OCP) to review and assess the Planning Proposal. The assessment and advice from these expert independent consultants has been incorporated into the preparation of this report.
5. This report does cover two main options for linking the uplift of the planning controls to the provision of the community facilities and infrastructure to ensure that the delivery of these works occurs as part of any redevelopment of the site. This matter will be subject to a separate report to Council.

Site and Locality

6. The strategic planning of the Hurstville Civic Precinct site has been a matter of consideration by Council over an extended period of time. In addition to the "Hurstville Civic Centre Master Plan (GRC/ DWP 2018)" which supports the current Planning Proposal, the site has been the subject of consideration of several key strategic planning documents including the:
 - a. Hurstville City Centre Concept Master Plan (Government Architects Office 2004);
 - b. Hurstville City Centre Urban Form Study (Dickson Rothschild 2007); and
 - c. Hurstville City Centre Urban Design Strategy (GRC/SJB 2017).
7. The Hurstville Civic Precinct is comprised of 12 land parcels and a road reserve owned freehold by Georges River Council. The site is 12,645sqm in area and it is noted that the majority of the site is classified as 'operational' under *the Local Government Act*

1993, with the exception of land at the corner of Dora Street and Queens Road known as 4-6 Dora Street (Lots 13 and 14 in DP 6510), which is currently classified as 'community' land.



Figure 2 – Land Parcels

8. The subject site currently accommodates the following development:
 - a. Georges River Council's Administration Building;
 - b. Civic and Entertainment Centre;
 - c. Baptist Church (recently acquired by Council and approved for demolition);
 - d. Hurstville Museum and Gallery (heritage listed);
 - e. Hurstville Senior Citizens Centre; and
 - f. A car park for the use of Council officers and the public.

Zoning and Permissibility

9. The majority of the subject site is nominated as a "Deferred Matter" within the HLEP 2012 and remains subject to provisions within the HLEP 1994. The Department of Planning and Environment (DP&E) has instructed Council to address the outstanding "Deferred Matter" sites by incorporating them into the HLEP 2012.

Submissions

10. N/A

Conclusion

11. The revised Planning Proposal was prepared by City Plan Strategy and Development (CPSD) on behalf of the Georges River Council to amend HLEP 2012 and its intention is to enable the future development of the Hurstville Civic Precinct to create a new 'Civic Hub' delivering a mixed use civic, cultural, commercial and residential destination consisting of the following facilities:
 - a. Georges River Council's Administration Building and Council Chambers;
 - b. Civic and Entertainment Centre, including multipurpose auditorium (500 seats);
 - c. Civic Plaza;
 - d. Hurstville Library;
 - e. Hurstville Museum;
 - f. Senior Citizens Centre;
 - g. Residential and commercial uses;
 - h. Cafés and a range of recreation, relaxation or study areas; and
 - i. Basement car parking including underground parking for 500 potential public car parking spaces in addition to the required parking for individual land use components of any future development.
12. The Planning Proposal is supported by:
 - a. A Concept Design Report;
 - b. A draft site-specific Development Control Plan;
 - c. A Transport Impact Statement;
 - d. Site Survey;
 - e. A Community Consultation Outcomes report; and
 - f. A Heritage Impact Statement and a Heritage Assessment.
13. A preliminary assessment of the initial Planning Proposal was undertaken by the independent consultants and the applicant was provided with an additional information request.
14. Communications continued with the applicant with several meetings held. More detailed assessment was undertaken and a second request for additional information and recommended amendments to the Planning Proposal was provided to the applicant.
15. The applicant subsequently submitted a revised Planning Proposal in July 2018. The key revisions included further detailed analysis of the potential built form outcomes across the site, amendment to the proposed FSR and height of building controls, the retention of the heritage item at the site and its proposed identification as a Heritage Item within the HLEP 2012 and the provision of draft site specific DCP.
16. As a result of this assessment, it is recommended that the Local Planning Panel ("LPP") support the Planning Proposal (refer to **Attachment 1**) for the following amendments to the HLEP 2012 for the subject site:
 - a. Amend the HLEP 2012 Land Zoning Map - Sheet LZN_008A to remove the 'Deferred Matter' and rezone the site to B4 Mixed Use;
 - b. Amend the HLEP 2012 Height of Buildings Map - Sheet HOB_008A to set:
 - i. A maximum height of 48 metres under the height designation of 'X1' at the south western portion of the site;
 - ii. A maximum height of 17 metres under the height designation of 'P1' at the central portion of the site; and

- iii. A maximum height of 60 metres under the height designation of 'AA' at the north eastern portion of the site.
 - c. Amend the HLEP 2012 Maximum Floor Space Ratio Map - Sheet FSR_008A to set:
 - i. A maximum FSR of 3:1 under the FSR designation of 'V' at the south western portion of the site;
 - ii. A maximum FSR of 7:1 under the FSR designation of 'AB' at the central/north eastern portion of the site; and
 - iii. A maximum FSR of 5:1 under the FSR designation of 'Z' at the north eastern portion of the site.
 - d. Amend Schedule 4 of HLEP 2012 to reclassify Lot 13 in DP 6510 and Lot 14 in DP 6510 (i.e. former Baptist Church and adjoining land, known as 4-6 Dora Street) from 'community' to 'operational' land.
17. This report further recommends that amendments are made to the Planning Proposal prior to it being forwarded to the Department of Planning and Environment for a Gateway Determination. The recommended amendments are as follows:
- a. Amend the HLEP 2012 Land Application Map - Sheet LAP_001 by deleting the site as a Deferred Matter from the map;
 - b. Include the amendment of the HLEP Active Street Frontages Map - Sheet ASF_008A by deleting the active street frontage at 4-6 Dora Street (Lot 13 in DP 6510 and Lot 14 in DP 6510) from the map.
 - c. Amend HLEP 2012 by including the heritage item (Item I157) listed in Schedule 2 of the HLEP 1994 within Schedule 5 (Environmental heritage) of HLEP 2012 and amend Heritage Map - Sheet HER_008A to identify the same Item on the map.
 - d. That the name of the heritage site to be included in the amendments on Schedule 5 of the HLEP 2012 be recorded so that it references the earlier building name or uses of the building, i.e. 'Kenilworth, including interiors', or, 'Dr Crakanthorp's house and surgery, including interiors'.
18. This report recommends that amendments should be made to the draft site specific Development Control Plan (Draft DCP, i.e. the Draft Hurstville Civic Precinct Development Control Plan 2018 – refer to **Attachment 2**) prior to it being placed on public exhibition as part of any successful Gateway determination. The proposed amendments to the DCP stem from the recommendations of the independent expert assessment of the Planning Proposal and relate to urban design, public domain design, heritage conservation and traffic and parking. Specifically, it is recommended that the Draft DCP be amended to include the following:
- a. Provide greater specificity within the development controls around the protection of solar access and performance of the two main public open spaces being proposed. These should include quantitative controls in both instances, to ensure a 'minimum' outcome that's acceptable and appropriate.
 - b. Specify within the development controls the amount of deep soil for the two main public open spaces, beyond the guidance outlined in the ADG, due to the scale of the spaces and their contribution to the City. This may be aligned with further guidance on the 'extent of basement'.
 - c. Provide active street frontage development controls to ensure that all buildings address the public open spaces and through-site connections, whilst ensuring the basement access and servicing has a minimal impact on the performance of the ground plane.

- d. Incorporate fine grain retail and activation objectives and development controls to provide greater opportunities for local businesses to operate within the City - building on the success of Forest Road as a retail High Street that's retained a distinctively local character.
 - e. Provide development controls which include sustainability targets and aspirations beyond those noted, as the scale and Council-ownership of the Civic Precinct presents a unique opportunity to pursue some benchmark targets and outcomes.
 - f. Include development controls based upon a Public Art Strategy that extends beyond the site boundary to include wayfinding that integrates the site into the key destinations.
 - g. Include objectives and development controls which ensure that appropriate steps are taken to limit trip generation through provision of public and active transport facilities on site and enacting travel demand management measures for owners, tenants and users of future development.
 - h. Specify a process to ensure that future development applications for the Hurstville Civic Precinct, including the design of new buildings and public domain, demonstrate design excellence. Such a process may include a competitive design process, and should detail that achieving the proposed maximum building heights and massing across the site is dependent on achieving design excellence. The design excellence process should focus on the integrated design of new buildings with the public domain in order to achieve a high quality urban environment, and a unified approach throughout the site which is harmonious with the surrounding heritage items and built form.
 - i. Amend the Draft DCP to respond to the recommendations within Section 6.3 of the report prepared by OCP Architects titled "Hurstville Civic Precinct Planning Proposal – Independent Heritage Assessment, Issue A" dated January 2019.
19. This report recommends that prior to the public exhibition of the Planning Proposal (and associated documentation) as part of any successful Gateway Determination, the following documents are prepared in order that they form part of the public exhibition:
- a. A precinct wide Public Domain Plan Strategy. The Public Domain Plan Strategy should facilitate an integrated approach to architecture and urban design, including landscaping, shelter, seating, public art, lighting, signage, heritage interpretation and any other public domain elements (e.g. water feature). Where possible, urban design features should be integrated to avoid visual clutter (e.g. planters / garden beds with in-built seating). The Public Domain Plan Strategy should also identify the amount of soft and hard landscaped area within the public open spaces and detail deep soil targets and locations. This should inform the proposed amendments to the Draft DCP.
 - b. A Conservation Management Plan (CMP) prepared for the Hurstville City Museum and Gallery, including exteriors, interiors and gardens. The CMP should guide the future conservation of the site, outline suitable opportunities for adaptive re-use, and include detailed policies for the design and architectural form of buildings and public realm elements in the vicinity of the site. The CMP should be prepared by a suitably qualified heritage consultant in accordance with the following:
 - i. Australia ICOMOS, The Burra Charter, The Australia ICOMOS Charter for Places of Cultural Significance, 2013.
 - ii. NSW Office of Environment and Heritage, Conservation Management Documents: Guidelines on Conservation Management Plans and Other Management Documents.
 - iii. James Semple Kerr, The Conservation Plan, 7th Edition, 2013.

- c. A revised Traffic Impact Assessment which includes the following further details:
 - i. Review of the impact of the proposed additional parking supply, above the minimum required by the Hurstville DCP and the RMS Guidelines.
 - ii. Assessment of any existing safety issues on the road network.
 - iii. Consideration of how the two left-in-left out accesses may disproportionately affect particular routes to and from the site.
 - iv. Consideration of the wider network impacts of the traffic generated.
 - d. Support for the claims made within the Traffic Impact Assessment in addition to sole reliance on analysis from the 2013 TMAP and the updated 2019 TMAP.
20. Council officers have expressed interest in regard to the timing and delivery mechanism of the community infrastructure at the site, i.e. the proposed Georges River Council's Administration Building and Council Chambers; Civic and Entertainment Centre, including multipurpose auditorium; Civic Plaza; Hurstville Library; Hurstville Museum; and the Senior Citizens Centre.
21. There appear to be two main options for delivery of the community infrastructure. The first and potentially the most straightforward, would be delivery via a commercial agreement directly with a development partner.
22. A second option for the delivery of the community infrastructure may be via the future planning controls including a component of "value capture". In simple terms this would likely involve setting base development standards for the land, with additional or bonus development attainable only through the delivery of identified community infrastructure.
23. Again, expressed in simple terms, a component of the development uplift is "captured" for a defined community benefit, with value of the uplift shared between the beneficiary, the developer, and the community.
24. This option requires detailed economic analysis to be able to accurately determine the value of all of the community infrastructure to be delivered and importantly the threshold at which it becomes economically viable for a developer to deliver the community infrastructure as part of the development of a given site. For example this may provide for base FSR and building heights to be accurately set within the LEP.
25. The delivery of the identified community infrastructure under the value capture model would be delivered through Planning Agreements at the Development Application stage and executed prior to, or simultaneously with construction of a development.
26. If the value capture option is considered preferable by Council, then it is recommended that detailed financial and economic analysis be undertaken in order to determine appropriate base and bonus development standards.
27. The financial and economic analysis and planning control amendments required for this option should be prepared prior to the Planning Proposal being forwarded for a Gateway Determination.
28. The two options will be subject to a separate report to Council.
29. If the value capture option is adopted by Council it is noted that Recommendation 1 (repeated at line 172) of this report would not apply where it concerns the HLEP 2012 Maximum Floor Space Ratio Map and the Height of Buildings Map. Specifically, these Maps would be required to be amended not in the way set out in the Recommendation

1, but in a way which reflects the adoption of 'base' values for those development standards resulting from the financial and economic analysis.

30. This option would also require the insertion of a Local Provision within the HLEP 2012 to identify the 'community infrastructure' bonus.

Report in Full

1. BACKGROUND

31. The land, apart for the two lots in the south west corner (known as 4-6 Dora Street), is currently within the area identified as a "Deferred Matter" on the HLEP 2012 Land Application Map - Sheet LAP_001 and as such the land is not subject to the provisions of the HLEP 2012. Instead the land is subject to the provisions of the HLEP 1994.
32. The Department of Planning and Environment requires Council to address the Deferred Matter sites by incorporating them into HLEP 2012.
33. The current Planning Proposal seeks to implement controls for the site that are commensurate with those originally proposed in the Draft Hurstville Local Environmental Plan (City Centre) 2014 (Draft City Centre LEP) with several relatively minor changes to the height of buildings and respective FSR standards.
34. Notwithstanding this, the Planning Proposal has been developed around a revised Masterplan and significant community and stakeholder consultation to ensure that the facilities delivered to the community are appropriate and meet demands.
35. It is noted that Council had planned to assess and progress the Hurstville Civic Precinct Planning Proposal simultaneously with the Westfield Hurstville Planning Proposal which relates to another deferred matter site within the CBD. There have been delays with that Planning Proposal so Council has made the decision to proceed with the Hurstville Civic Centre Planning Proposal on its own.

2. SITE DESCRIPTION

2.1 Overview of the Site

36. The subject Planning Proposal relates to the Georges River Council owned site bound by Queens Road, Dora Street, MacMahon Street and Park Road (subject site). The subject site is known as the Hurstville Civic Precinct.
37. The Hurstville Civic Precinct is located on the northern edge of the CBD, approximately 150m to the north-east of the Hurstville train station.
38. The subject site is comprised of 12 land parcels and a road reserve owned freehold by Georges River Council. The land comprising the site is represented in **Figure 3** and in **Table 1**.

Lot and DP	Area m ²	Ownership
Lot 5 in DP 13720	448.9m ²	Georges River Council
Lot 6 in DP 13720	411m ²	Georges River Council
Lot 200 in DP 831931	5739m ²	Georges River Council
Lot 201 in DP 831931	788.1m ²	Georges River Council
Lot 1 in DP 13720	411m ²	Georges River Council
Lot B in DP 321590	486.9m ²	Georges River Council
Lot A in DP 340310	390.5m ²	Georges River Council
Lot B in DP 340310	429.4m ²	Georges River Council

Lot B in DP 389008	980.1m ²	Georges River Council
Lot A in DP 389008	670.2m ²	Georges River Council
Lot 14 in DP 6510	493.2m ²	Georges River Council
Lot 13 in DP 6510	436.3m ²	Georges River Council
Lot 100 in DP 260103 (Patrick Street)	960.9m ²	Georges River Council
TOTAL	12,645.5m²	

Table 1: Allotments comprising the site.



Figure 3: Subject Site

39. The site accommodates a range of existing development with the existing use predominantly civic in nature, as outlined below:
- Georges River Council's Administration Building and Council Chambers;
 - Civic and Entertainment Centre;
 - Hurstville Museum;
 - Senior Citizens Centre;
 - Council public car parking;
 - The Baptist Church;
 - Residential dwelling.

40. The Hurstville Museum located at 14 MacMahon Street is a locally listed heritage item (I157) under Schedule 2 of the HLEP 1994.
41. The site has frontages of 210 metres to Queens Road, 45 metres to Park Road, 215 metres to MacMahon Street and 85 metres to Dora Street.

2.2 Surrounding Development

42. There are a range of facilities and services within walking distance of the site. The site is close to several open space facilities including Woodville Park and the Hurstville Oval.
43. The site is also located in close proximity to a number of educational establishments including Sydney Technical High School, Hurstville Primary School, Hurstville Boys High School and Bethany College.
44. The Westfield Shopping centre is located approximately 300m to the south-east of the site and provides regionally significant retail facilities and employment.
45. The site is well located to public transport with the Hurstville Train Station located approximately 270m to the south of the site.
46. The development surrounding the site comprises a mix of residential and commercial development.
47. Development to the south-west of the site generally comprises residential flat buildings up to 13 storeys in height with some ground floor retail stores along MacMahon Street.
48. The development to the north of the site consists of shop top housing development, between 8 storeys and 10 storeys in height.
49. The development to the south and south-east of the site transitions down in height to a number of single storey dwelling houses with a Church located further to the east on the corner of MacMahon and Park Street.
50. Development to the east of the site generally comprises lower scale three storey residential flat buildings.
51. The development to the west of the site comprises the Hurstville Commercial Core with 8 and 9 storey commercial buildings.
52. Photos of the site and surrounding development are provided below at **Figure 4 to 11**.



Figure 4: View of the existing Council administrative building with new multistorey buildings in the background addressing Dora Street.



Figure 5: View of the existing Heritage Item at the site



Figure 6: View looking north across the existing Council car park at the site towards buildings in Queens Road beyond.



Figure 7: Hurstville Presbyterian Church opposite the site on the corner of MacMahon Street and Park Road.



Figure 8: View looking north west along Dora Street – subject site is on the right of the photo.



Figure 9: View of 3 and 4 storey residential flat buildings located in Park Road opposite the site.



Figure10: View of development on MacMahon Street and beyond – opposite the site to the south east.



Figure 11– View of buildings diagonally opposite the site to the north west at the intersection of Dora Street and Queens Road

3. PLANNING STRATEGIES, POLICIES AND CONTROLS

3.1 Existing Planning Controls

53. The subject site, apart for the two lots in the south west corner (known as 4-6 Dora Street), is currently within the area identified as a “Deferred Matter” on the HLEP 2012 Land Application Map -Sheet LAP_001 and as such the land is not subject to the provisions of the HLEP 2012.
54. 4-6 Dora Street is zoned B4 Mixed Use and has a height control of 15m and FSR control of 3:1 under the HLEP 2012.
55. 4-6 Dora Street is also identified on HLEP 2012 Active Street Frontages Map - Sheet ASF_008A as having active street frontage.
56. The remainder of the site (being the land identified as a deferred matter under HLEP 2012) is subject to the provisions of the HLEP 1994. The site is zoned 3(b) City Centre Business under the HLEP 1994 with both residential and commercial development permitted.
57. The precinct includes a site listed as a heritage item (item I157) in Schedule 2 of the HLEP 1994. This site is also included in the State Heritage Inventory (SHI) database (1810094) and identified as an item of local heritage significance.
58. The site is not presently included in Schedule 5 of the HLEP 2012 and the clauses of the HLEP 1994 apply for this listed item until resolved.

4. PLANNING PROPOSAL REQUEST

4.1 Background

59. The land the subject of the Planning Proposal is owned by Council. The Planning Proposal request (PP 2016/0002) was submitted by Georges River Council in July 2016 and amended in July 2018.
60. In 2004 Hurstville City Council commissioned the preparation of a Concept Masterplan for the Hurstville Central Business District, prepared by the NSW Government Architect's Office. The concept Masterplan was prepared to develop a strategic land use plan and framework for future statutory planning approvals for the Hurstville CBD. The Concept Masterplan was prepared with the vision of amending the Hurstville Local Environmental Plan 1994 and preparing a Hurstville City Centre Development Control Plan.
61. In August 2008, Hurstville Council resolved to commence work on the preparation of the Draft Hurstville Local Environmental Plan (City Centre) 2014 (Draft City Centre LEP) and instigate amendments to the Hurstville Development Control Plan No. 2 – Hurstville City Centre (City Centre DCP).
62. On 17 September 2014, Council resolved at its meeting to adopt the Draft City Centre LEP and amendments to the City Centre DCP. Following the meeting the LEP amendment was forwarded to the Department of Planning and Environment and was gazetted as an amendment to the Hurstville Local Environmental Plan 2012 on 10 July 2015, but excluding the subject site.
63. The site was originally included in the Draft City Centre LEP, which proposed the following controls:
- a. Zone – B4 Mixed Use;
 - b. Building height – part 15m, 30m and 55m; and
 - c. FSR – part 3:1, 4:1 and 6:1.
64. The Civic Centre Precinct was excluded from the proposed amendments to the Hurstville LEP and is identified as a deferred matter under the adopted Hurstville LEP 2012.
65. The land was removed from the LEP amendments in order to allow for the preparation of a site specific Masterplan and a separate set of planning controls to facilitate the redevelopment of the site and rationalise the civic facilities currently operating on site, while expanding and improving the civic focus through the creation of useable community facilities and public open spaces.
66. The Planning Proposal has been prepared with the purpose of amending the HLEP 2012 to the extent to which it identifies the subject site as a 'Deferred Matter' and seeks amendment to the HLEP 2012 to establish an appropriate land use zoning, height and floor space ratio controls as well as the necessary land classification to achieve the intended outcomes.
67. The Planning Proposal is supported with a site specific draft DCP (refer to **Attachment 2**) and a Masterplan (refer to **Attachment 3**).

4.2 Summary of Planning Proposal

68. This Planning Proposal seeks to:

- a. Amend the HLEP 2012 Land Zoning Map - Sheet LZN_008A to remove the 'Deferred Matter' and rezone the site to B4 Mixed Use;
- b. Amend the HLEP 2012 Height of Buildings Map - Sheet HOB_008A to set:
 - i. A maximum height of 48 metres under the height designation of 'X1' at the south western portion of the site;
 - ii. A maximum height of 17 metres under the height designation of 'P1' at the central portion of the site; and
 - iii. A maximum height of 60 metres under the height designation of 'AA' at the north eastern portion of the site.
- c. Amend the HLEP 2012 Maximum Floor Space Ratio Map - Sheet FSR_008A to set:
 - i. A maximum FSR of 3:1 under the FSR designation of 'V' at the south western portion of the site;
 - ii. A maximum FSR of 7:1 under the FSR designation of 'AB' at the central/north eastern portion of the site; and
 - iii. A maximum FSR of 5:1 under the FSR designation of 'Z' at the north eastern portion of the site.
- d. Amend Schedule 4 of HLEP 2012 to reclassify Lot 13 in DP 6510 and Lot 14 in DP 6510 (i.e. former Baptist Church and adjoining land, known as 4-6 Dora Street) from 'community' to 'operational' land.

69. The proposed amended maps are illustrated below:

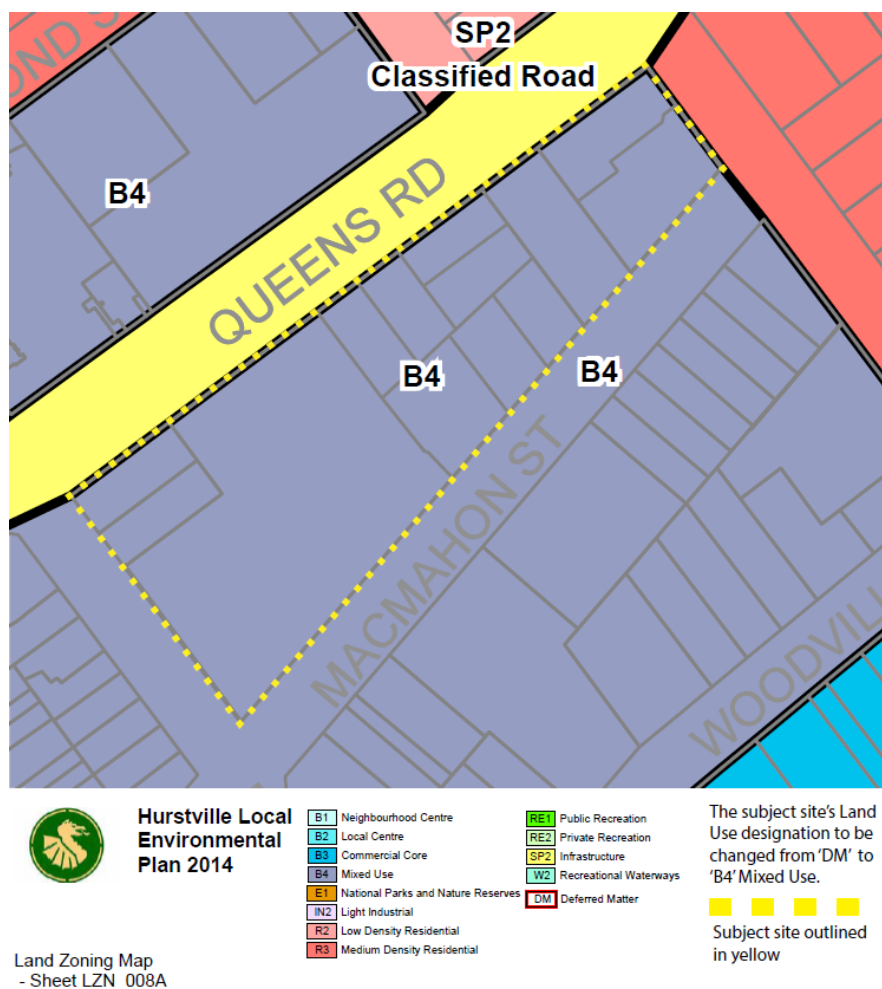


Figure 12: Extract of proposed Hurstville Local Environmental Plan 2012 Land Zoning Map - Sheet LZN_008A to remove the 'Deferred Matter' and rezone the site to B4 Mixed Use.

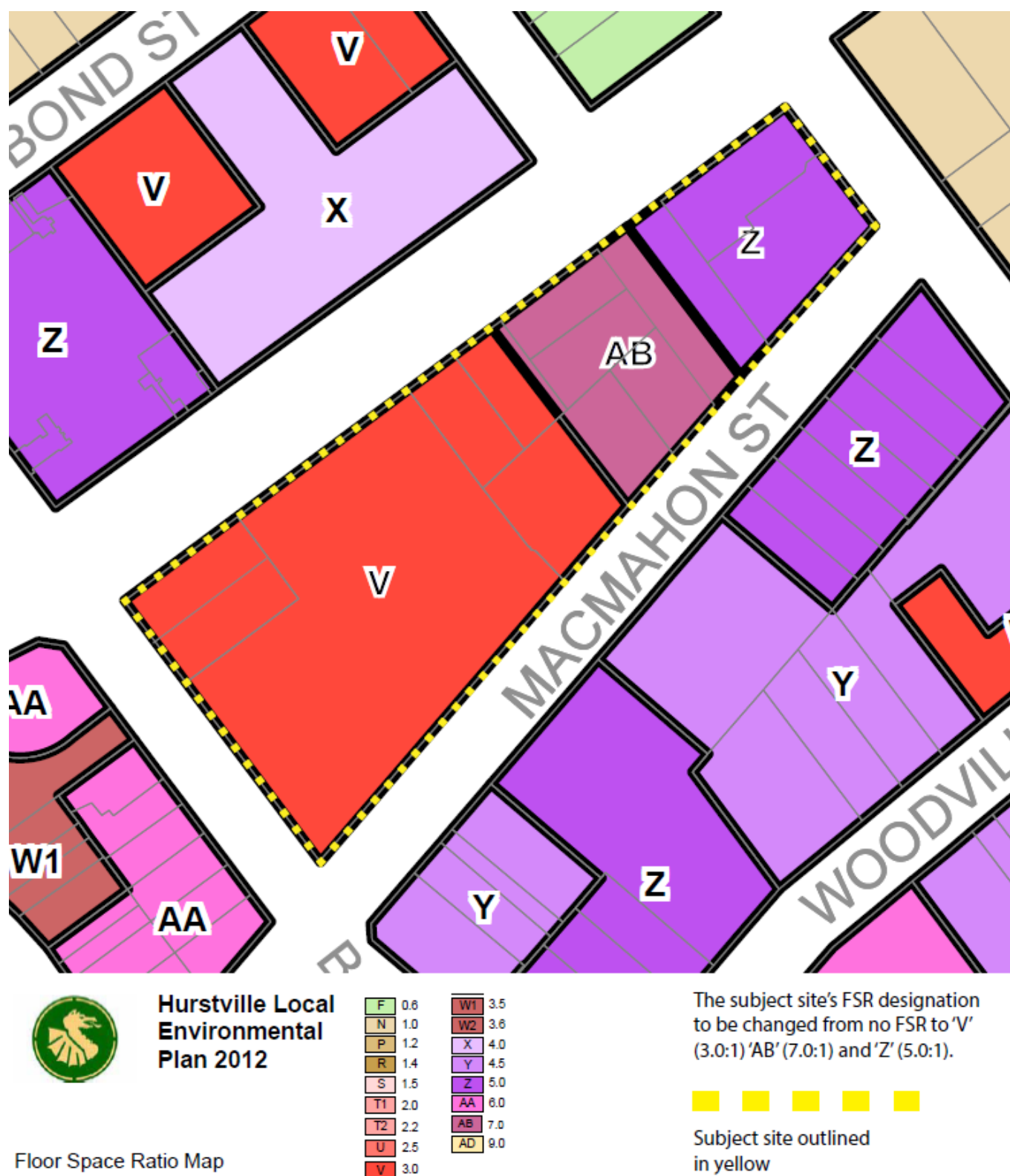


Figure 13: Extract of proposed Hurstville Local Environmental Plan 2012 Maximum Floor Space Ratio Map - Sheet FSR_008A

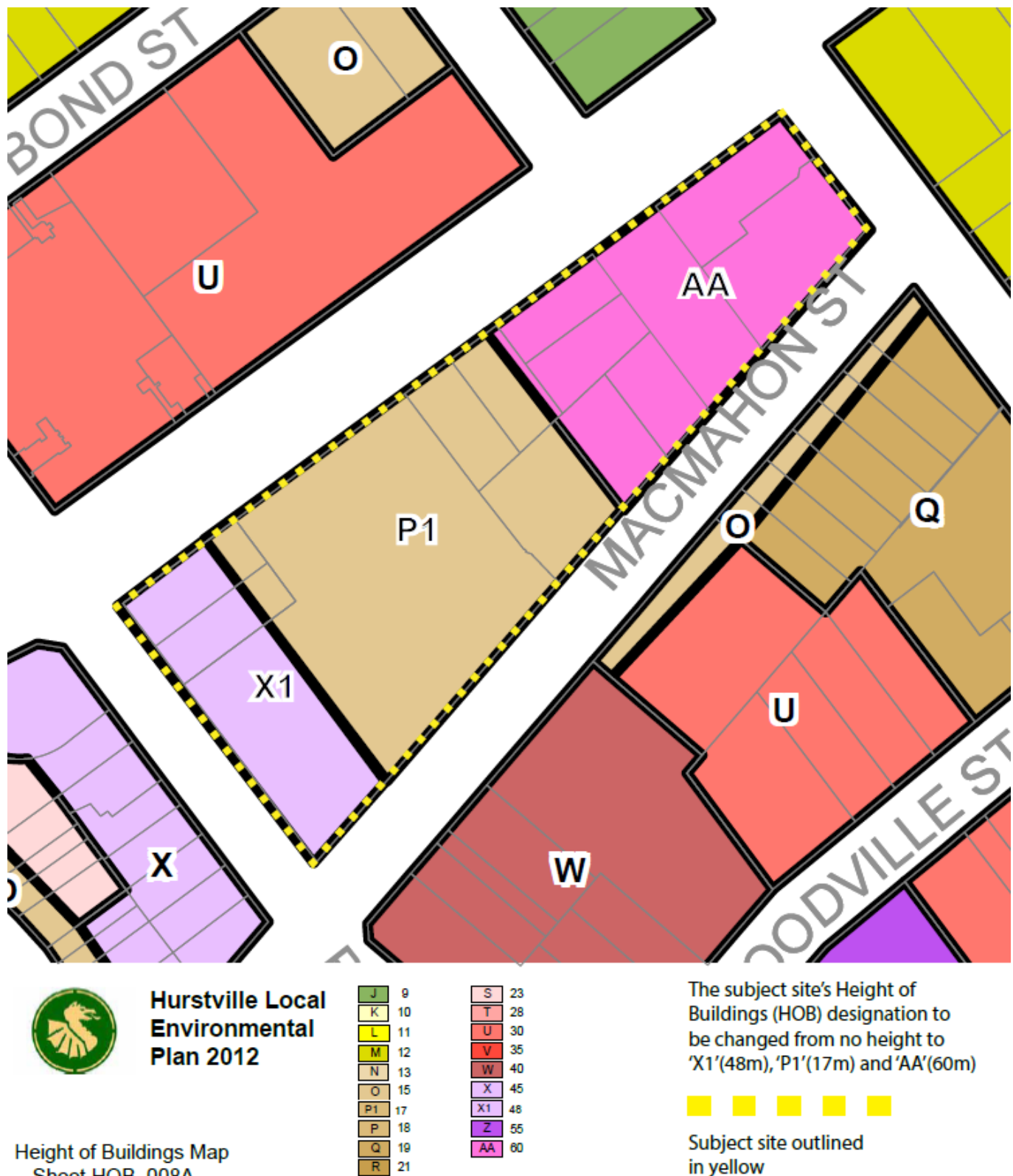


Figure 14: Extract of proposed Hurstville Local Environmental Plan 2012 Height of Buildings Map - Sheet HOB_008A

70. As discussed in this report the Planning Proposal is recommended to be amended prior to it being forwarded for a Gateway Determination to incorporate the following additional amendments to the HLEP 2012:
- Amend the HLEP 2012 Land Application Map - Sheet LAP_001 by deleting the site as a Deferred Matter from the map;

- b. Amend the HLEP Active Street Frontages Map - Sheet ASF_008A by deleting the active street frontage at 4-6 Dora Street (Lot 13 in DP 6510 and Lot 14 in DP 6510) from the map.
 - c. Amend HLEP 2012 by including the heritage item (Item I157) listed in Schedule 2 of the HLEP 1994 within Schedule 5 (Environmental heritage) of HLEP 2012 and amend Heritage Map - Sheet HER_008A to identify the same Item on the map.
71. The proposed amendments to the HLEP 2012 are intended on allowing the future redevelopment of the site to provide the following uses, as set out in the Hurstville Civic Precinct Concept Design Report, 2018:
 - a. Community space including library, museum and gallery display areas;
 - b. Customer service centre, Council offices/chambers;
 - c. Flexible auditorium/function space for a range of performance presentation activities 500 seats);
 - d. Residential and commercial uses;
 - e. Cafés and a range of recreation, relaxation or study areas;
 - f. Basement car parking including underground parking for 1,200 vehicles including 500 potential public car parking spaces.
72. The Masterplan provides an indicative site layout and building envelope which incorporates the above uses. These include:
 - a. Building A – 18 storey residential building;
 - b. Building B – 18 storey residential / mixed use building;
 - c. Building C – 4 storey building accommodating library, retail spaces and an auditorium;
 - d. Building D – 12 storey mixed use building incorporating community uses, Council Chambers and commercial uses.
 - e. Open spaces including a Civic Plaza fronting MacMahon Street and a small park fronting Queens Road.

5. ASSESSMENT OF THE PLANNING PROPOSAL

5.1 Strategic Planning Context

73. Consideration of the Planning Proposal request in relation to the Greater Sydney Region Plan (A Metropolis of Three Cities) and the South District Plan is provided below.

Greater Sydney Region Plan (A Metropolis of Three Cities)

74. The Greater Sydney Region Plan was finalised and released by the Greater Sydney Commission in March 2018 and establishes the aspirations for the region over the next 40 years. The Region Plan is framed around 10 directions relating to infrastructure and collaboration, liveability, productivity and sustainability.
75. The Planning Proposal is considered to be consistent with the following Directions and Objectives of the Greater Sydney Region Plan:

Direction 1: A city supported by infrastructure

Objective 4: Infrastructure use is optimised

 - The proposal provides for intensification and efficient use of land by co-locating services in close proximity to mass transit services.

Direction 3: A city for people

Objective 6: Services and infrastructure meet communities' changing needs

- The proposal will combine renewed civic, social and cultural infrastructure with commercial and residential opportunities to support employment, lifestyle and transport opportunities close to homes.

Direction 3: A city for people

Objective 7: Communities are healthy, resilient and socially connected

- The proposal will facilitate development of a new mixed-use destination that provides walkable places at a human scale with active street life; prioritises opportunities for people to walk, cycle and use public transport through creation of new civic spaces, eats streets close to public transport services; and co-locates civic and cultural facilities, recreation spaces, employment, residential and place making opportunities.

Direction 3: A city for people

Objective 8: Greater Sydney's communities are culturally rich with diverse neighbourhoods

- The proposal will provide for renewed civic and cultural facilities and civic spaces that cater for a diverse range of cultural and social needs, expressions and interactions.

Direction 3: A city for people

Objective 9: Greater Sydney celebrates the arts and supports creative industries and innovation.

- The proposal will provide renewed cultural facilities in the form of performance, museum, gallery and civic spaces to support arts and creative industries.

Direction 4: Housing the city

Objective 10: Greater housing supply and **Objective 11:** Housing is more diverse and affordable

- The proposal will facilitate an increase in the dwelling capacity of the subject site in close proximity to a railway station, thus allowing for greater housing supply in an area already well serviced by public transport.

Direction 5: A city of great places

Objective 12: Great places that bring people together

- The proposal will provide for renewed civic and cultural facilities and civic spaces that facilitate community interaction and cultural expression.

Direction 5: A city of great places

Objective 13: Environmental heritage is identified, conserved and enhanced

- The proposal will facilitate retention, conservation and adaptive reuse of an existing heritage item at the site.

Direction 6: A well-connected city

Objective 14: A Metropolis of Three Cities – integrated land use and transport creates walkable and 30-minute cities

- The proposal will intensify a diverse range of civic, cultural, commercial, retail and residential activities in a well-connected location in close proximity to the existing Hurstville railway station.

Direction 7: Jobs and skills for the city:

Objective 22: Investment and business activity in centres

- The proposal will facilitate a more efficient and intensive use of an underutilised site in a major strategic centre in close proximity to regular road and rail based public transport services.

Direction 8: A city in its landscape

Objective 31: Public open space is accessible, protected and enhanced

- The proposal will facilitate the creation of new public spaces in a location that is in walking distance to the wider Hurstville CBD and nearby residential areas.

Direction 8: A city in its landscape

Objective 32: The Green Grid links parks, open spaces, bushland and walking and cycling paths

- The proposal will provide for a new civic plaza on an identified green grid.

76. As demonstrated above Planning Proposal will deliver on numerous objectives outlined within the Greater Sydney Region Plan.

South District Plan

77. The South District Plan was finalised and released by the Greater Sydney Commission in March 2018. The District Plan is a guide for implementing A Metropolis of Three Cities at the district level and proposes a 20-year vision by setting out aspirations and proposals for the South District.
78. The Planning Proposal is considered to be consistent with the following Planning Priorities of the South District Plan:

Direction	Planning Priorities relevant to the Planning Proposal
A city supported by infrastructure	Planning Priority S1: Planning for a city supported by infrastructure
A city for people	Planning Priority S3: Providing services and social infrastructure to meet people's changing needs
A city for people	Planning Priority S4: Fostering healthy, creative, culturally rich and socially connected communities
Housing the city	Planning Priority S5: Providing housing supply, choice and affordability, with access to jobs and services
Designing places for people	Planning Priority S6: Creating and renewing great places and local centres, and respecting the District's heritage
Jobs and skills for the city	Planning Priority S9: Growing investment, business opportunities and jobs in strategic centres
A well connected city	Planning Priority S12: Delivering integrated land use and transport planning and a 30-minute city
A city in its landscape	Planning Priority S15: Increasing urban tree canopy cover and delivering Green Grid connections

Table 2: Relevant Planning Priorities of the South District Plan

Council's Local Strategic Plans

79. Consideration of the Planning Proposal in relation to Council's Local Strategic Plans is provided below:

Hurstville City Centre Urban Design Strategy 2018

80. The Hurstville City Centre Design Strategy was endorsed by Council at its meeting dated June 2018 as a strategic planning document which informs the review and update of existing development standards within the Hurstville City Centre.
81. The site is located within the Civic Precinct and is identified as one of the three key activation points for the entire CBD, along with Forest Road and Westfield. The framework indicates a potential gateway at the northern corner of the site, at the junction of Queens Road and Park Road.
82. An assessment of the Planning Proposal against the relevant sections of the Strategy was undertaken by the independent urban design expert as part of this assessment. The urban design expert undertaking the assessment was the main author of the Strategy and therefore has a complete understanding of the Strategy.
83. The assessment concluded amongst other matters that, “the role of the Civic Precinct within the Hurstville CBD has been appreciated and reflected in the Masterplan and draft DCP lodged as part of the planning proposal”.
84. The independent assessment also provided recommendations which can be addressed as part of the future design phases, and captured as part of a site-specific DCP (currently in draft). The recommendations have been adopted as part of this report and are discussed in greater detail under the heading “Urban Design Analysis” below.

Hurstville Transport Management and Accessibility Plan (TMAP, 2013)

85. During the development of planning controls for the Hurstville City Centre, Council was required to develop a Transport Management and Accessibility Plan (“TMAP”) in response to the amount of floor space (1,141,000sqm) contained in the draft City Centre LEP (Amendment No.3), the potential accessibility and infrastructure implications and inconsistency with S9.1 Direction 3.4 Integrating Land Use and Transport.
86. The purpose of the TMAP was to recommend the amount of additional GFA which can be accommodated in the Hurstville City Centre with consideration to potential accessibility and infrastructure implications.
87. As part of the assessment of this Planning Proposal Council engaged the author of the TMAP (GHD) to undertake a review of the Planning Proposal. Specifically, GHD was commissioned to carry out an independent review of the Planning Proposal, and then the amended Planning Proposal.
88. Furthermore, GHD is currently updating the original 2013 Transport Management and Access Plan (TMAP). This includes a fully revised traffic modelling framework consisting of strategic, microsimulation and intersection models of Hurstville CBD, which has also been used for in the assessment of the Hurstville Civic Precinct Planning Proposal.
89. In summary the assessment found that the analysis in the GTA report (being the Transport Impact Assessment lodged in support of the Planning Proposal) are predicated on the modelling, analysis and conclusions made in the Hurstville CBD TMAP finalised in 2013 and should be viewed in this context.
90. Although the analysis and findings from the 2013 TMAP are being updated, the draft conclusions drawn to date are consistent with the earlier work.

91. The TMAP concludes that the planned level of land use development and resulting trip generation can be accommodated within Hurstville City Centre, as long as the Action Plan recommendations are implemented.
92. As a result, each development should be admissible on the basis of traffic generation, however, each development will also have some responsibility to assist in the realisation of the Action Plan in order to ensure the sustainability of Hurstville City Centre.

5.2 State and Regional Statutory Framework

93. The Planning Proposal is consistent with the following relevant *State Environmental Planning Policies* (SEPPs) as assessed below:

State Environmental Planning Policy No. 55 – Remediation of Land

94. SEPP 55 aims to promote the remediation of contaminated land for the purpose of reducing risk and harm to human health or any other aspects of the environment.
95. The site has been used as a car park and commercial/Civic building for a number of years. These uses are not listed in Table 1 to the Contaminated Land Planning Guidelines. Therefore, the site is unlikely to contain contaminated material based on its previous land uses.
96. The site is currently zoned 3(b) City Centre Business zone under the Hurstville LEP 1994 and is proposed to be rezoned to B4 Mixed Use.
97. Notwithstanding the proposed change in zoning, residential uses are already permitted on the site under the 3(b) zone and as such, the proposal is not introducing a more sensitive land use than is currently permitted on the site under the Hurstville LEP 1994.
98. In this regard the Planning Proposal is considered satisfactory with respect to the provisions of Clause 6(1) of SEPP 55.
99. More detailed site investigation would ordinarily occur at development application stage.

State Environmental Planning Policy No.65 - Design Quality of Residential Flat Development

100. The Concept Design Report submitted with the Planning Proposal at Appendix 1 was prepared with consideration for SEPP 65 and the Apartment Design Guide (ADG).
101. Whilst the objective of the design concept for the site was not to provide a detailed design or built form; overarching design matters such as height, setbacks and solar access are critical issues to be considered at the Planning Proposal stage to ensure that future development can be located on the site in an appropriate manner and with compliance with the provisions of the SEPP 65 and ADG.
102. In this respect the Proposal has been assessed having regard to the future requirements of development in complying with the provisions of SEPP 65 as part of the detailed Urban Design Analysis.
103. That analysis has determined that the proposed building envelopes are consistent with SEPP 65 and the guiding elements of the Apartment Design Guide, in particular those pertaining to building separation, building depth and solar access for residential flat buildings.

104. Further discussion is provided below under the heading “Urban Design Analysis” in this report.

5.3 S9.1 Ministerial Directions

105. Ministerial Directions under Section 9.1 (formerly S117) of the EP&A Act set out a range of matters to be considered when preparing an amendment to a Local Environmental Plan.
106. The Planning Proposal is considered to be consistent with all relevant Ministerial Directions as assessed in **Table 3** below:

S9.1 Direction	Assessment
1.1 Business and Industrial Zones	<p>This direction aims to ensure the economic and efficient development of existing business areas and centres, and related public services. This direction applies when a relevant planning authority prepares a Planning Proposal that will affect land within an existing or proposed business or industrial zone (including the alteration of any existing business or industrial zone boundary).</p> <p>The Planning Proposal is consistent with the Ministerial Directions as it does not propose the alteration of the subject site's existing land use zoning in that it proposes a like for like transition of the subject site's former Zone No 3 (b) City Centre Business Zone under the HLEP 1994 to a B4 Mixed use zone as has previously occurred for surrounding land irrespective of the subject site's current status as a 'Deferred Matter' under the HLEP 2012.</p> <p>The Planning Proposal will increase (not reduce) potential floor space area for employment uses and related public services in an area that is predominantly business zoned.</p>
2.3 Heritage Conservation	<p>The precinct includes a site listed as a heritage item (item I157) in Schedule 2 of the Hurstville 1994 LEP. This site is also included in the State Heritage Inventory (SHI) database (1810094) and identified as an item of local heritage significance.</p> <p>The site is not presently included in Schedule 5 of the HLEP 2012 as it is within land which was excluded from the recent amendments. This land is identified as a deferred matter under the LEP 2012 and the clauses of the 1994 LEP apply for this listed item until resolved. Therefore Direction 2.3 is applicable.</p> <p>The Planning Proposal and supporting Concept Design Report include the retention of the Heritage Item although the Planning Proposal does not specifically seek to amend HLEP 2012 to include it in Schedule 5 and on the Heritage Map.</p> <p>Notwithstanding and based upon the recommendation of the independent heritage expert who undertook an assessment of the Proposal, recommendations in this report specifically require the Planning Proposal to be amended to identify the heritage item on the HLEP 2012 Map and within Schedule 5 of the LEP.</p>
Direction 3.5 - Development Near Licensed	<p>The Hurstville Civic Precinct is located within the prescribed airspace for Sydney (Kingsford Smith) Airport and Bankstown Airport. As the Planning Proposal</p>

S9.1 Direction	Assessment
Aerodromes	<p>proposes to amend building height and FSR controls in the vicinity of licenced aerodromes, the Direction therefore applies.</p> <p>A detailed analysis of the proposed building heights against the provisions of the Direction is provided in pages 46 to 54 of the Planning Proposal where it is noted that should a future Gateway determination consider there to be sufficient merit for the Planning Proposal to proceed to exhibition, and will be subsequently be referred to relevant aviation authorities, including:</p> <ul style="list-style-type: none"> • Sydney Airport Authority. • Civil Aviation Safety Authority (CASA). • Commonwealth Department of Infrastructure and Regional Development (DIRD). <p>The Planning Proposal is not inconsistent with the direction as it proposes building heights within acceptable limits and does not seek to increase density within a sensitive ANEF zone.</p> <p>Should the proposed building heights be considered to present a risk to aviation practices and procedures, the above authorities would advise of any potential safety concerns or mitigation measures via the referral process, following which further detailed investigations may be undertaken.</p> <p>It is noted that referral to aviation authorities would also be undertaken as a part of a DA process.</p>
4.1 Acid Sulphate Soils	<p>This direction applies when a relevant planning authority prepares a Planning Proposal that will apply to land having a probability of containing acid sulphate soils.</p> <p>A review of Council's Acid Sulphate Soils map indicates that the subject site is not located within an area affected by Acid Sulphate Soils and is therefore this Direction is not relevant.</p>
6.2 Reserving Land for Public Purposes	<p>The Planning Proposal seeks to put in place the appropriate land use zoning to enable the development of a Civic and Community Hub.</p> <p>The Planning Proposal does not propose to create or alter the reserve status of any land within the precinct or create a zone that would preclude the land from being used for public purposes.</p> <p>At a later detailed design or development application stage, the need to establish reserves may eventuate; however this would be subject to a separate planning process and would not occur as a direct result of the current Planning Proposal and as such the Proposal is consistent with direction 6.2.</p>
6.3 Site Specific Provisions	<p>The objective of this direction is to discourage unnecessarily restrictive site-specific planning controls. The Planning Proposal is consistent with this direction as it does not seek to impose any development standards or requirements in addition to those already contained in the standard environmental planning instrument.</p>

S9.1 Direction	Assessment
7.1 Implementation of A Plan for Growing Sydney	<i>A Plan for Growing Sydney</i> has been replaced by the Greater Sydney Commission's <i>Greater Sydney Region Plan (A Metropolis of Three Cities)</i> . The Planning Proposal is consistent with the Objectives of <i>A Metropolis of Three Cities</i> , as assessed in Section 5.1 above.

Table 3 – Consistency with S9.1 Ministerial Directions

5.4 Urban Design Analysis

107. George's River Council requested an independent Urban Design Review of the Planning Proposal. Subsequently, the urban design review was undertaken by SJB Architects, who were also responsible for the recently completed Hurstville CBD Urban Design Framework.
108. The Urban Design Review is attached to this report (refer to **Attachment 4**).
109. The key documents that have been reviewed as part of urban design analysis include:
 - a. Concept Design Report, by DWP;
 - b. Planning Proposal Report, by City Plan; and
 - c. Draft Hurstville Civic Precinct Development Control Plan 2018.
110. The methodology used to prepare the urban design review of the Planning Proposal was based upon a review of the Planning Proposal against the provisions of SEPP65, Part 2, Design Principles, and the recently published Hurstville CBD Urban Design Framework.
111. The Urban Design Review also considered the proposed amended LEP and DCP controls, focusing on the design implications and whether these proposed changes will lead to an improved and superior outcome on the site and for the city more broadly.
112. From the analysis undertaken, including the refinement and additional testing requested from initial communications, the following Indicative Site Layout Plan and Building Envelope Plans have been prepared and form Figure 2 and Figure 5 respectively of the Draft Hurstville Civic Precinct Development Control Plan 2018 which accompanies the Planning Proposal (refer to Attachment 2).



Figure 12: Extract from the Draft DCP – “Indicative Site Layout Plan”

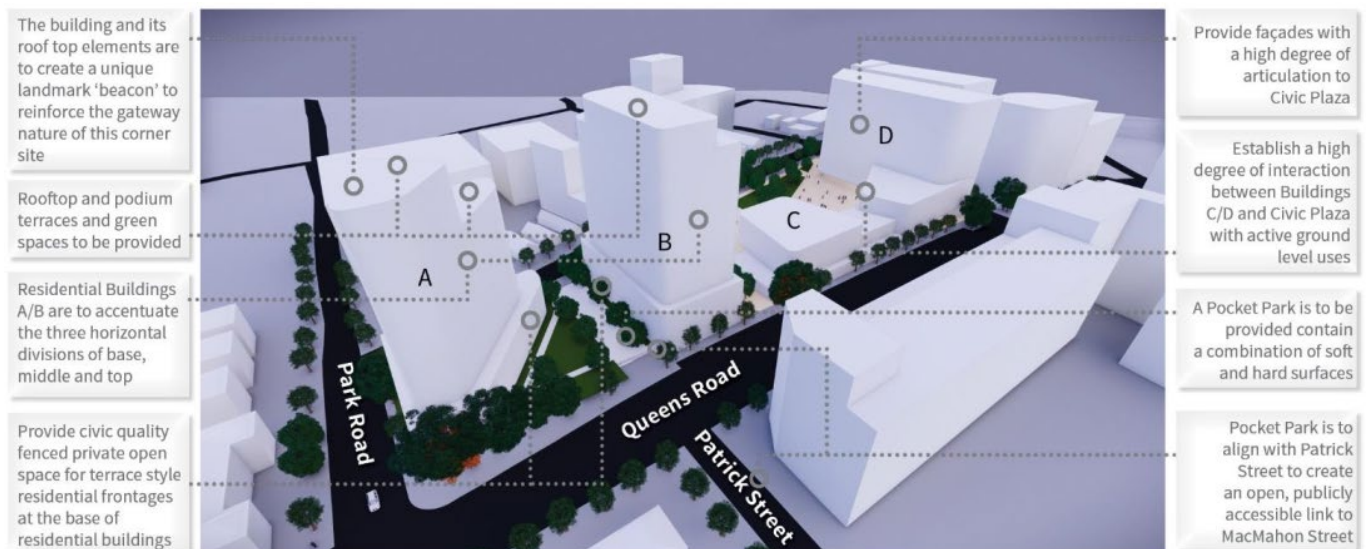


Figure 13: Extract from the Draft DCP – “Key Principles View Looking North from the corner of Dora and MacMahon Street.”

113. The conclusion of the Urban Design Review states the following:

“The Masterplan has been interrogated over the course of two design workshops with SJB, in addition to the review with Council’s staff and Design Review Panel.

Alternate options and approaches were discussed, tested and ruled out in favour of the current design, which configures the open space and built form in a manner that strikes an appropriate balance between maximising benefits (visual connectivity, open space configuration and activation, urban gateways and thresholds) and minimises impacts (solar access).

Given the importance of the civic precinct and its constituent parts, specifically the civic plaza, there are a number of recommendations that can be addressed as part of the future design phases, and potentially captured as part of a site-specific DCP (currently in draft)."

114. The Recommendations from the Urban Design Review are as follows:
- *"Greater specificity around the protection of solar amenity and certainty around the size, location and performance of the public open spaces being proposed. These should include quantitative controls in both instances, to ensure a 'minimum' outcome that's acceptable and appropriate*
 - *Deep soil should be specified for the two public open spaces, beyond the guidance outlined in the ADG, due to the scale of the spaces and their contribution to the city. This may be aligned with further guidance on the 'extent of basement'*
 - *Active street frontage controls to ensure all buildings address the public open spaces and through-site connections, whilst ensuring the basement access and servicing has a minimal impact on the performance of the ground plane.*
 - *Sustainability targets and aspirations beyond those noted, as the scale and Council-ownership of the Civic Precinct presents a unique opportunity to pursue some benchmark targets and outcomes*
 - *Public Art Strategy that extends beyond the site boundary to include wayfinding that integrates the site into the key destinations*
 - *Fine Grain retail and activation strategy to provide greater opportunities for local businesses to operate within the city - building on the success of Forest Road as a retail High Street that's retained a distinctively local character.*

Many of these have been captured to varying degrees in either Council's existing controls, SEPP65 and the ADG, the CBD Urban Design and Built Form Study, or the draft DCP lodged as part of the Planning Proposal. However, in most instances they lack detail that will make them more effective in delivering the best possible outcome for the site."

115. These recommendations of the Urban Design Review have been incorporated into the recommendations of this Planning Proposal Assessment Report.

5.5 Heritage Conservation Analysis

116. George's River Council requested an independent review of the heritage conservation aspects of the Planning Proposal.
117. OCP Architects were engaged to carry out the independent heritage review of the Planning Proposal and amended Planning Proposal.
118. The final OCP Architects Independent Heritage Assessment is attached to this Report (**Attachment 5**).
119. In February 2017, OCP Architects provided a preliminary heritage assessment of the Civic Precinct Planning Proposal in order to inform the overall independent assessment of the proposal by SJB Planning. The key findings of the preliminary review of the Planning Proposal by OCP Architects in February 2017 are summarised below:
- a. The exclusion of the Hurstville City Museum and Gallery from the Hurstville LEP 2012 and demolition of this building cannot be supported from a heritage perspective.
 - b. The heritage item meets the criteria for local listing in terms of its historic, associative, aesthetic, social, rare and representative values. Therefore, the

building should retain its status as a heritage item and be included on the HLEP 2012;

- c. The preliminary Masterplan design options and existing site conditions indicate that the future redevelopment of the site could facilitate the retention of the heritage item whilst still providing the public benefits outlined in the Masterplan including community facilities, Council administration offices, commercial and retail floor space, residential units and open space;
- d. Further analysis of Masterplan design options is required in order to establish an appropriate response to the heritage significance of the site; and
- e. The site is located in close proximity to a number of items of local heritage significance. The impact of the Planning Proposal and future redevelopment of the site on the heritage significance of the surrounding heritage items should be considered as part of the justification of the Planning Proposal.

120. Based on the key findings, a number of amendments to the Planning Proposal and supporting documentation were requested, including:

- a. Revising the Planning Proposal and Civic Precinct Masterplan to include the retention of the significant elements of the site.
- b. Provision of a revised Heritage Report which includes the following analysis:
 - i. A full heritage assessment of the site, including the Baptist Church and adjoining residence on Dora Street, the heritage listed Museum and Gallery on MacMahon Street and the numerous commemorative plaques and monuments on the site;
 - ii. A discussion of Masterplan design options and justification of the chosen Masterplan design;
 - iii. A contextual analysis of the Civic Precinct site and surrounding areas;
 - iv. An assessment of the impact of the Planning Proposal on the heritage significance of the numerous heritage items in the vicinity of the site;
 - v. A discussion of heritage and urban design considerations including recommendations on how future development on the site could be designed in order to mitigate the impact of the works on the heritage significance of buildings on the site as well as surrounding heritage items.

121. The preliminary review also identified the need for the preparation of a site specific Development Control Plan (DCP) in order to guide future development on the site.

122. Since this time, Georges River Council has put forward an amended Planning Proposal scheme for the Civic Precinct site.

123. It is noted that the amended Planning Proposal envisages the retention of the Hurstville City Museum and Art Gallery, but does not seek to amend the listing of the Hurstville City Museum and Art Gallery on the HLEP 1994, noting that additional amendments will be required by Council to include this site as an item on Schedule 5 Environmental Heritage of the HLEP 2012.

124. In summary, Independent Heritage Assessment concludes the following:

“In general, the site specific LEP provisions are considered to be consistent with the existing qualities of the Hurstville Town Centre. The indicative building envelope plan presents a potential built form outcome for the site that, if combined with a sensitive, high quality design, could result in an acceptable outcome which respects the significance of the heritage items within and in the vicinity of the subject site.”

The Planning Proposal is accompanied with a Concept Design Report and site specific Development Control Plan which outline a vision and provide broad guidelines for the detailed design of the development.

The current Masterplan and indicative building envelope plan embodies a number of design strategies that, from a heritage perspective, are considered to appropriately respond to the site constraints and surrounding urban form. These include:

- *Retaining the Hurstville City Museum and Gallery at 14 MacMahon Street as part of the Civic Precinct, allowing for a high degree of openness and visibility, and incorporating this heritage item as a focal point within a new civic plaza;*
- *The setback of built form of Building D to MacMahon Street, allowing for greater visibility into the site MacMahon Street to the south-west and Dora Street to the south-east;*
- *The inclusion of landscaping and mature trees in the reserve fronting Queens Road between building A and building B (i.e. the Patrick Street Pocket Park) to soften the edge of the precinct adjoining the low scale residential area and nearby heritage listed Victorian, Federation and Inter War dwellings;*
- *The introduction of podiums to introduce a human scale which relates to existing surrounding development, and the break-up of the massing of building forms.*

The overall scale and architectural form of the building envelope proposed in this Hurstville Civic Precinct Planning Proposal (amended 2018) is considered to be acceptable from a heritage perspective. This proposal, however, does not seek to obtain approval for the detailed design of the building, including the architectural detailing and materials, which will be developed further as part of future Development Applications. As such, the development of a comprehensive framework for the future detailed design buildings urban design features and landscaping within the Hurstville Civic Precinct is considered to be crucial for the ongoing management of heritage impacts."

125. The Independent Heritage Assessment provides recommendations for amendments to the Draft Hurstville Civic Precinct Development Control Plan 2018 under Section 6.3 of the Assessment, with further general recommendations under Section 7 of the Assessment.
126. The key recommendations of the Independent Heritage Assessment have been reflected in the Recommendations of this Report.

5.6 Traffic Impact Analysis

127. George's River Council requested an independent review of the Traffic Impact Assessment which accompanies the Planning Proposal.
128. GHD was engaged carry out the independent review of the Planning Proposal and amended Planning Proposal.
129. The GHD review (titled Assessment of Planning Proposals – Hurstville Draft Traffic Modelling Report) is attached to this Report (**Attachment 6**).
130. The review assesses the Traffic Impact Assessment prepared by GTA (Issue: A 27/07/18) and in particular assesses whether network improvements are required to accommodate the Planning Proposal and the form these improvements may take.

131. Furthermore, GHD is currently completing a full update of the original 2013 Transport Management and Access Plan (TMAP). This includes a fully revised traffic modelling framework consisting of strategic, microsimulation and intersection models of Hurstville CBD, which was used in the assessment of the Planning Proposal.
132. The following list summarises the main points arising from the GHD review of the GTA Traffic Impact Assessment and the Hurstville Civic Centre Planning Proposal:
- “• *Consideration should be given to limiting the Hurstville Civic Centre Planning Proposal car parking provision, given the current trend of minimising car dependency and to promote alternative means of transport such as public and active transport. Over-supply of car parking may ameliorate the effectiveness of Travel Plans and other sustainability measures.*
 - *To be able to conclude that the development will not adversely affect the safety and operation of the road network, further details are required to:*
 - *Review the impact of the proposed additional parking supply.*
 - *Assess any existing safety issues on the road network.*
 - *Consider how the two left-in-left out accesses may disproportionately affect particular routes to and from the site.*
 - *Consider the wider network impacts of the traffic generated.*
 - *Support the claims made and not solely rely on analysis from the 2012 TMAP as sufficient. The 2012 TMAP study did not include a detailed representation of the Civic Centre Planning Proposal.*
 - *Overall, GHD considers that a development of this size is unlikely to have a significant effect on proximate intersections (depending upon the regime in place to control the additional parking). However,*
 - *This assessment depends upon the enactment of public transport, active transport, and travel demand initiatives. Without such initiatives, traffic generation for the development and for Hurstville as a whole may be greater than forecasted.*
 - *The development will have at least some impact on the proximate intersections and also have some impact on intersections that are further afield, but are nearing or at capacity at present and are critical to the operation of the overall road network.*
 - *The GHD modelling suggests there are benefits to upgrading intersections and putting in place other road network improvements to ease traffic flow.*
 - *GHD considers that it would be appropriate for a development of this size to:*
 - *Ensure that appropriate steps are taken to limit trip generation through provision of public and active transport facilities on site and enacting travel demand management measures for owners, tenants and users of the development.*
 - *Provide a reasonable contribution towards the provision of transport schemes Hurstville generally.”*
133. From the assessment of the Planning Proposal, it can be concluded that the planned level of development and land use that would be achievable at the site under the controls and zoning proposed is of a scale that would result in a trip generation that can be accommodated within Hurstville City Centre, provided that the Action Plan recommendations are implemented.

134. Specifically, the GHD assessment indicates that each development is admissible on the basis of traffic generation.
135. The implementation of the Action Plan is a priority of Council, however, each development will also have some responsibility to assist in the realisation of the Action Plan in order to ensure the sustainability of Hurstville City Centre. This will be generally carried out through the implementation of Council's Section 7.11 and 7.12 Development Contributions Policy.
136. The recommendations of the of the GHD assessment which require further information with respect to the safety and operation of the road network, have been included in the recommendations of this report.

5.7 Economic Assessment

137. The Planning Proposal will facilitate an increase in retail and commercial floor space in a form that will positively contribute to the economic vitality of the locality and the wider Hurstville City Centre.
138. The information supporting the Planning Proposal outlines that the quantum of GFA for each proposed land use in the Master Plan has been determined based on Council's requirements as well as a detailed economic analysis.
139. Specifically, the initial Planning Proposal was supported with a Feasibility Analysis prepared by AEC Group. The Feasibility Analysis reviewed the various Masterplan options to test financial returns and the ability of the options to meet Council's financial objectives. Further analysis of was carried out to test the ability of the refined Masterplan option to deliver on Council's financial objectives.
140. The analysis sought to identify if the Council and community floor space could be developed and delivered to Council while still enabling a developer to achieve commercial 'hurdle rates', i.e. an appropriate development margin. The financial analysis therefore modelled the value of the development opportunity to a developer and incorporated the estimated costs of delivering Council and community floor space assumed in lieu of cash payment for the development site.
141. The Feasibility Analysis concluded that development as envisaged by the Masterplan could deliver to Council the completed Council and community facilities while enabling a developer to achieve an appropriate development margin. The financial modelling found that the development as envisaged by the Masterplan enables Council to achieve its financial objectives, i.e. to receive completed facilities from a development partner.
142. Notwithstanding the above, the Planning Proposal will enable the future development of the site with a quantum of commercial floor space and non-commercial floor space that will result in positive economic and social flow-on effects for the local area.
143. The Planning Proposal will facilitate growth within the Civic Precinct and will contribute to employment and commerce in the area by providing contemporary spaces for local businesses in a suitable location.
144. Future residential development achievable through the proposed HLEP amendments will deliver additional housing in a well serviced location and will provide flow on economic benefits for surrounding businesses

145. Overall, the proposed development will support and improve the viability of the Hurstville Civic Centre.

5.8 Community Infrastructure

146. The Planning Proposal envisages significant new community infrastructure at the site in the form of a new Georges River Council's Administration Building and Council Chambers; a Civic and Entertainment Centre, including multipurpose auditorium; a Civic Plaza; a new Hurstville Library; a Hurstville Museum; and a new Senior Citizens Centre.
147. As such the Planning Proposal will provide the catalyst for the delivery of significant public benefits in terms of community facilities and heritage preservation.
148. Council officers have expressed interest in regard to the timing and delivery mechanism of the community infrastructure at the site.
149. There appear to be two main options for delivery of the community infrastructure. The first and potentially the most straight forward, would be delivery via a commercial 'delivery agreement' directly with a development partner (or partners).
150. An example of this delivery mechanism is the Inner West Council's re-development of the former Marrickville Hospital site at 182-186 Livingstone Road and 313-319 Marrickville Road, Marrickville.
151. In that example the Inner West Council entered into a Delivery Agreement with Mirvac Projects Pty Ltd for the construction of a mixed use development involving the adaptive reuse and associated alterations of former hospital buildings to provide a 'Community Hub' as well as 225 residential units.
152. The Community Hub included a public library, a multi-purpose civic pavilion, a new public park, a café and children's play area, an area of commercial floor space to be retained by Council and a car park to service the Community Hub facilities.
153. The residential component involved the construction of three residential flat buildings and the adaptive reuse of an existing heritage item for the purpose of residential units.
154. This development is under construction and nearing completion.
155. The site was previously the subject of a detailed master planning process, with subsequent amendments to Marrickville LEP in terms of zoning, FSR and height standards as well as site specific DCP controls.
156. It is understood that the Inner West Council was able to fund the Community Hub component through a Delivery Agreement reached with Mirvac whereby Mirvac has responsibility for constructing both components (Community Hub and residential), with ownership of the Community Hub staying with Council and ownership of the residential component being with Mirvac. It is understood that the Delivery Agreement includes an affordable housing component.
157. A second option for the delivery of the community infrastructure may be via the future planning controls including a component of "value capture". In simple terms this would likely involve setting base development standards for the land, with additional or bonus development attainable only through the delivery of identified community infrastructure.

158. Again, expressed in simple terms, a component of the development uplift is “captured” for a defined community benefit, with value of the uplift shared between the beneficiary, the developer, and the community.
159. An example of the value capture option is the approach taken by the City of Sydney for the delivery of community infrastructure in Green Square. In this example the Sydney LEP 2012 (SLEP 2012) provides a base FSR for sites and precincts within Green Square. The SLEP 2012 identifies under a separate Local Provision clause (titled “Community infrastructure floor space at Green Square”), an amount of additional floor space for sites within those precincts which is attainable if the development includes Green Square community infrastructure.
160. In this example the extent of community infrastructure is clearly identified in a supporting DCP. Such that the DCP identifies the type and location of local infrastructure works that may be included with development towards achieving the community infrastructure floor space.
161. In the case of Green Square, the identified community infrastructure includes the following:
- a. works within the existing or proposed road reservations;
 - b. public open space including embellishment works to new or existing open space which are over and above those required for public open space under the provisions of the City of Sydney Section 94 Contributions Plan;
 - c. drainage and stormwater management works including drainage amplification, integrated water treatment facilities, large scale detention systems, overland flow path works and stormwater channel improvements;
 - d. public community facilities including recreation facilities (indoor and outdoor) such as sporting, recreational, cultural and social facilities such as basketball courts, community buildings and meeting rooms, exhibition and performance spaces, child care centres;
 - e. public transport works that facilitate and enhance existing public transport facilities such as bus layovers and turning lanes, bus and light rail stops; and
 - f. land dedicated for any of the above works.
162. The value capture option requires detailed financial and economic analysis to be able to accurately determine the value of all of the community infrastructure to be delivered and, importantly, the threshold at which it becomes viable for a developer to deliver the community infrastructure as part of any development, i.e. the point at which it is financially beneficial to take up the “bonus” available, while at the same time contributing towards community infrastructure. This information then informs appropriate development standards and local provisions to be included in the LEP.
163. The delivery of the identified community infrastructure under the value capture model within the City of Sydney example is delivered through Planning Agreements at the Development Application stage and executed prior to, or simultaneously with, construction of a development.
164. If the value capture option is considered preferable by Council, then it is recommended that detailed financial and economic analysis be undertaken in order to determine appropriate base and bonus development standards.

165. Additionally, the Draft Civic Precinct DCP will be required to be updated to identify the type and location of community infrastructure works to be included with development towards achieving the community infrastructure outcomes.
166. The required financial and economic analysis, LEP amendments and updated Draft DCP should be prepared and reviewed by Council prior to the Planning Proposal being forwarded for a Gateway Determination.
167. If the value capture option is adopted by the Council it is noted that Recommendation 1 of this report (repeated at line 170) would not apply where it concerns the HLEP 2012 Maximum Floor Space Ratio Map and the Height of Buildings Map. Specifically, these Maps would be required to be amended not in the way set out in the Recommendation 1, but in a way which reflects the adoption of 'base' values for those development standards resulting from the financial and economic analysis.
168. Further amendments to the HLEP 2012 would also be required, such that Local Provisions would be required to be inserted to identify the 'community infrastructure' bonus provisions.

6. SUMMARY OF ASSESSMENT / CONCLUSION

169. In summary, this Planning Proposal seeks to amend the Hurstville Local Environmental Plan 2012 to address the 'Deferred Matter' status of the site and to achieve the necessary land classification, land use zoning, building height and floor space ratio to enable the future redevelopment of the existing Hurstville Civic Precinct in a manner that is commensurate with the current detailed Masterplan prepared for the site and generally in accordance with the previous Masterplan.
170. It is recommended that the LPP support the Planning Proposal, subject to the recommendations in this report, for the following reasons:
171. The Planning Proposal will facilitate the realisation of long held aims of the Council for the redevelopment of the Civic Precinct for the purpose of providing new and/or updated community facilities including:
 - a. Community space including library, museum and gallery display areas.
 - b. Customer service centre, Council offices/chambers.
 - c. Flexible auditorium/function space for a range of performance presentation activities (500 seats).
 - d. Residential and commercial uses.
 - e. Cafés and a range of recreation, relaxation or study areas.
 - f. Basement car parking including underground parking for 1,200 vehicles including 500 potential public car parking spaces.

7. RECOMMENDATIONS

172. The Georges River Local Planning Panel ("LPP") support the Planning Proposal (refer to Attachment 1) for the following amendments to the Hurstville Local Environmental Plan 2012 ("LEP 2012") for the Subject Site:
 - a. Amend the HLEP 2012 Land Zoning Map - Sheet LZN_008A to remove the 'Deferred Matter' and rezone the site to B4 Mixed Use;
 - b. Amend the HLEP 2012 Height of Buildings Map - Sheet HOB_008A to set:
 - i. a maximum height of 48 metres under the height designation of 'X1' at the south western portion of the site;

- ii. a maximum height of 17 metres under the height designation of 'P1' at the central portion of the site; and
 - iii. a maximum height of 60 metres under the height designation of 'AA' at the north eastern portion of the site.
 - c. Amend the HLEP 2012 Maximum Floor Space Ratio Map - Sheet FSR_008A to set:
 - i. a maximum FSR of 3:1 under the FSR designation of 'V' at the south western portion of the site;
 - ii. a maximum FSR of 7:1 under the FSR designation of 'AB' at the central/north eastern portion of the site; and
 - iii. a maximum FSR of 5:1 under the FSR designation of 'Z' at the north eastern portion of the site.
 - d. Amend Schedule 4 of HLEP 2012 to reclassify Lot 13 in DP 6510 and Lot 14 in DP 6510 (i.e. former Baptist Church and adjoining land, known as 4-6 Dora Street) from 'community' to 'operational' land.
173. That amendments are made to the Planning Proposal prior to it being forwarded to the Department of Planning and Environment for a Gateway Determination. The recommended amendments are as follows:
- a. Amend the HLEP 2012 Land Application Map - Sheet LAP_001 by deleting the site as a Deferred Matter from the map;
 - b. Amend the HLEP Active Street Frontages Map - Sheet ASF_008A by deleting the active street frontage at 4-6 Dora Street (Lot 13 in DP 6510 and Lot 14 in DP 6510) from the map.
 - c. Amend HLEP 2012 by including the heritage item (Item I157) listed in Schedule 2 of the HLEP 1994 within Schedule 5 (Environmental heritage) of HLEP 2012 and amend Heritage Map - Sheet HER_008A to identify the same Item on the map.
 - d. That the name of the heritage site to be included in the amendments on Schedule 5 of the HLEP 2012 be recorded so that it references the earlier building name or uses of the building, i.e. 'Kenilworth, including interiors', or, 'Dr Crakanthorp's house and surgery, including interiors'.
174. That amendments should be made to the draft site specific Development Control Plan (ie the Draft Hurstville Civic Precinct Development Control Plan 2018) prior to it being placed on public exhibition as part of any successful Gateway determination. The amended DCP will be referred back to Council prior to exhibition.
175. That the draft DCP amendments stem from the recommendations of the independent expert assessment of the Planning Proposal and relate to urban design, public domain design, heritage conservation and traffic and parking. Specifically, it is recommended that the Draft DCP be amended to include/address the following:
- a. Provide greater specificity within the development controls around the protection of solar and performance of the two main public open spaces being proposed. These should include quantitative controls in both instances, to ensure a 'minimum' outcome that's acceptable and appropriate
 - b. Specify within the development controls the amount of deep soil for the two main public open spaces, beyond the guidance outlined in the ADG, due to the scale of the spaces and their contribution to the city. This may be aligned with further guidance on the 'extent of basement'.

- c. Provide active street frontage development controls to ensure all buildings address the public open spaces and through-site connections, whilst ensuring the basement access and servicing has a minimal impact on the performance of the ground plane.
- d. Incorporate fine grain retail and activation objectives and development controls to provide greater opportunities for local businesses to operate within the city - building on the success of Forest Road as a retail High Street that's retained a distinctively local character.
- e. Provide development controls which include sustainability targets and aspirations beyond those noted, as the scale and Council-ownership of the Civic Precinct presents a unique opportunity to pursue some benchmark targets and outcomes.
- f. Include development controls based upon a Public Art Strategy that extends beyond the site boundary to include wayfinding that integrates the site into the key destinations.
- g. Include objectives and development controls which ensure that appropriate steps are taken to limit trip generation through provision of public and active transport facilities on site and enacting travel demand management measures for owners, tenants and users of future development.
- h. Specify a process to ensure that future development applications for the Hurstville Civic Precinct, including the design of new buildings and public domain, demonstrate design excellence. Such a process may include a competitive design process, and should detail that achieving the proposed maximum building heights and massing across the site is dependent on achieving design excellence. The design excellence process should focus on the integrated design of new buildings with the public domain in order to achieve a high quality urban environment, and a unified approach throughout the site which is harmonious with the surrounding heritage items and built form.
- i. Amend the Draft DCP to respond to the recommendations within Section 6.3 of the report prepared by OCP Architects titled "Hurstville Civic Precinct Planning Proposal – Independent Heritage Assessment, Issue A" dated January 2019.

176. That prior to the public exhibition of the Planning Proposal (and associated documentation) as part of any successful Gateway Determination, the following documents are prepared in order that they form part of the public exhibition:

- a. A precinct wide Public Domain Plan Strategy. The Public Domain Plan Strategy should facilitate an integrated approach to architecture and urban design, including landscaping, shelter, seating, public art, lighting, signage, heritage interpretation and any other public domain elements (e.g. water feature). Where possible, urban design features should be integrated to avoid visual clutter (e.g. planters / garden beds with in-built seating). The Public Domain Plan Strategy should also identify the amount of soft and hard landscaped area within the public open spaces and detail deep soil targets and locations.
- b. A Conservation Management Plan (CMP) prepared for the Hurstville City Museum and Gallery, including exteriors, interiors and gardens. The CMP should guide the future conservation of the site, outline suitable opportunities for the adaptive re-use, and include detailed policies for the design and architectural form of buildings and public realm elements in the vicinity of the site. The CMP should be prepared by a suitably qualified heritage consultant in accordance with the following:
 - i. Australia ICOMOS, The Burra Charter, The Australia ICOMOS Charter for Places of Cultural Significance, 2013.
 - ii. NSW Office of Environment and Heritage, Conservation Management Documents: Guidelines on Conservation Management Plans and Other Management Documents.

- iii. James Semple Kerr, The Conservation Plan, 7th Edition, 2013.
- iv. The CMP should address the following:
 - 1. Conservation and maintenance
 - 2. Adaptive reuse
 - 3. Possible themes for Heritage Interpretation / Public Art
 - 4. Opportunities for the removal of later unsympathetic elements

177. A revised Traffic Impact Assessment which includes the following further details:
- a. Review of the impact of the proposed additional parking supply, above the minimum required by the Hurstville DCP and the RMS Guidelines.
 - b. Assessment of any existing safety issues on the road network.
 - c. Consideration of how the two left-in-left out accesses may disproportionately affect particular routes to and from the site.
 - d. Consideration of the wider network impacts of the traffic generated.
 - e. Support for the claims made within the Traffic Impact Assessment in addition to sole reliance on analysis from the 2012 TMAP.
178. The options for linking the uplift of the planning controls to the provision of the community facilities and infrastructure to ensure that the delivery of these works occurs as part of any redevelopment of the site will be subject to a separate report to Council.

8. COMMUNITY CONSULTATION

179. Should the Planning Proposal be supported it will be forwarded to the delegate of the Greater Sydney Commission requesting a Gateway Determination.
180. If a Gateway Determination (Approval) is issued, and subject to its conditions, it is anticipated that the Planning Proposal will be exhibited for a period of 28 days in accordance with the provisions of the Environmental Planning and Assessment Act 1979 and Regulation 2000 and any requirements of the Gateway Determination.
181. Exhibition material, including explanatory information, land to which the Planning Proposal applies, description of the objectives and intended outcomes, copy of the Planning Proposal and relevant maps will be available for viewing during the exhibition period on Council's website and hard copies available at Council offices and libraries.
182. Notification of the public exhibition will be through:
- a. Newspaper advertisement in The Leader
 - b. Exhibition notice on Council's website- "Have your say".
 - c. Notices in Council offices and libraries
 - d. Letters to State and Commonwealth Government agencies identified in the Gateway Determination (if required)
 - e. Letters to affected landowners of 53 Forest Road, 108 Durham Street and 9 Roberts Lane
 - f. Letters to adjoining landowners (if required, in accordance with Council's Notification Procedures)
183. The anticipated project timeline for completion of the Planning Proposal is shown below:

Task	Anticipated Timeframe
Report to Georges River LPP on Planning Proposal	March 2019 (this report)
Report to Environment and Planning Committee on Planning Proposal	8 April 2019

Task	Anticipated Timeframe
Report to Council on Planning Proposal	23 April 2019
Anticipated commencement date (date of Gateway Determination)	July 2019
Timeframe for government agency consultation (pre and post exhibition as required by Gateway Determination)	August – September 2019
Commencement and completion dates for community consultation period	October 2019-November 2019
Dates for public hearing	November 2019
Timeframe for consideration of submissions	February 2020
Report to Council on community consultation and finalisation	March 2020
Submission to the DPE to finalise the LEP	April 2020
Anticipated date for notification	May 2020

184. It is noted that the project timeline will be assessed by the DPE and may be amended by the Gateway Determination.

9. NEXT STEPS

185. The Planning Proposal will be considered at a future Georges River Council Environment and Planning Committee meeting, including the LPP recommendations. The minutes of the Environment and Planning Committee meeting will subsequently be considered at a future Georges River Council Meeting (“the relevant planning authority”).
186. If the Planning Proposal is endorsed by Council it will be forwarded to the delegate of the Greater Sydney Commission for a Gateway Determination under Section 3.34 of the Environmental *Planning and Assessment Act 1979*.

10. File Reference

PP2016/0002

LPP012-19 Planning Proposal PP2016/0002 - Hurstville Civic Precinct (Report by Independent Assessment)

The Panel carried out an inspection of the site and nearby locality.

Speakers

- Sonny Embleton (consultant planner)
- Stephen Pearce (consultant architect)

Voting of the Panel Members

The decision of the Panel was unanimous.

Recommendation

1. The Panel considers that the Planning Proposal has strategic merit in the sense that it is:
 - (a) Giving effect to the various planning priorities of the South District Plan as identified in the report to the Panel;
 - (b) Giving effect to a relevant local Council strategy that has been exhibited and was the subject to a community consultation, namely the Hurstville City Centre Urban Design Strategy of May 2018.
2. In relation to the site specific merit of the Planning Proposal, the Panel is concerned that the proposal does not currently contain provisions for amendment of the Local Environmental Plan to deal with fundamental matters including:
 - (a) Linking of the proposed development capacity for the site to the delivery of community facilities and benefit.
 - (b) Design excellence including a requirement for design competition in relation to development on the site.
 - (c) The size of the civic space and the provision of solar access to that space. Consideration should be given to whether the civic space area is rezoned to limit potential development of that area to the identified public uses.
3. In order to properly inform the planning proposal including the linkage referred to in paragraph 2, the Panel considers that the following documents should be prepared prior to seeking any Gateway Determination:
 - (a) A Civic Precinct Public Amenities and Facilities Strategy; and
 - (b) A revised Traffic and Parking Impact Assessment.
4. The Panel also considers that the Planning Proposal should be amended to expand upon and document the basis for the proposed building heights having regard to the sites location and relationship with surrounding properties.
5. The Panel considers that if the Planning Proposal is amended to appropriately address the matters in paragraphs 2, 3 and 4 above, it could proceed to the next stage of seeking a gateway determination.

ATTACHMENTS

Attachment 1 Hurstville Civic Planning Proposal

Attachment 2 Draft Civic Precinct DCP